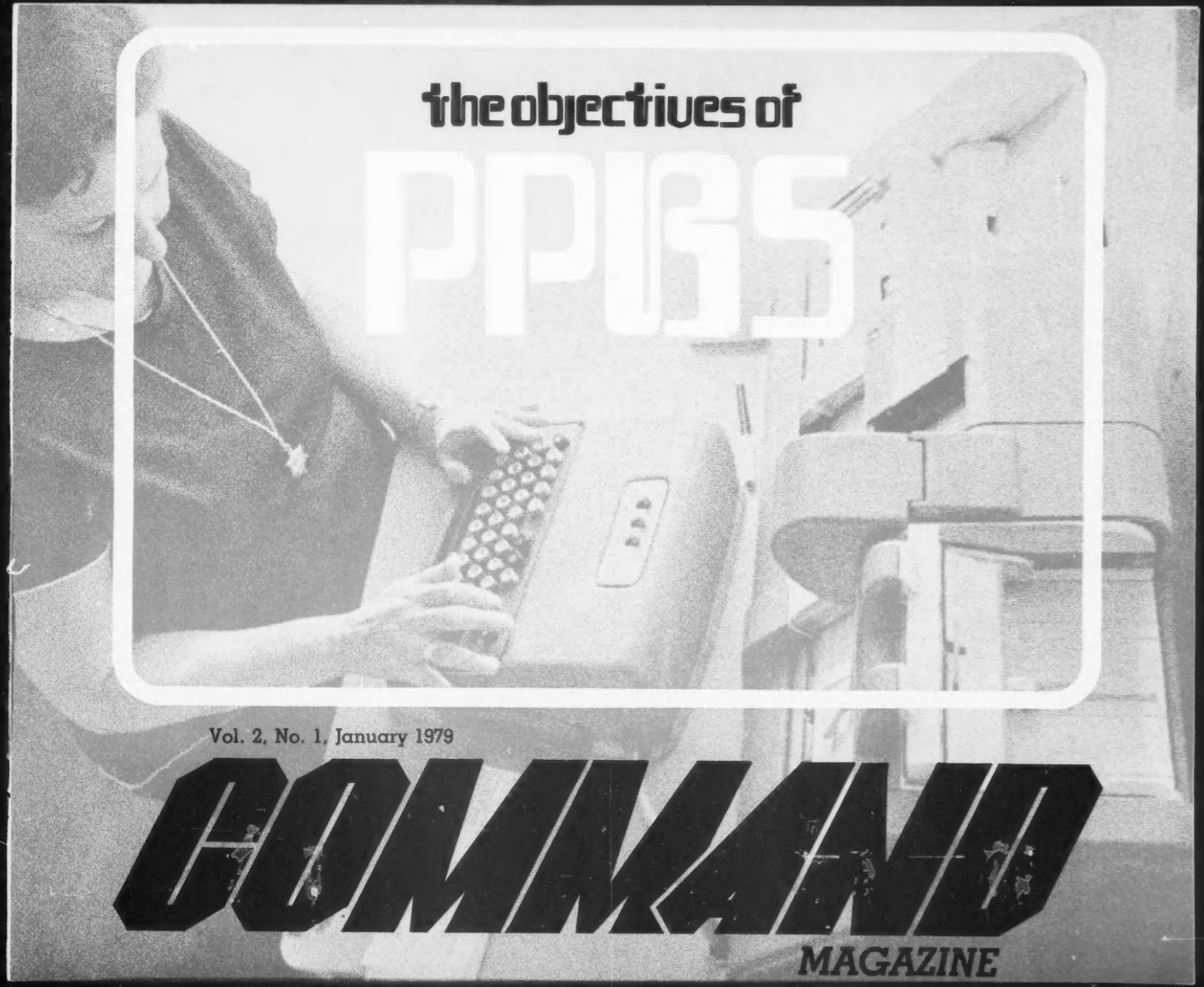


Vol. 2, No. 1, January 1979

COMMAND MAGAZINE

PLANNING, PROGRAMMING, & BUDGETING SYSTEM:

5 Objectives

The Secretary of Defense, in October 1977, directed that the Defense Department Planning, Programming and Budgeting System (PPBS) be revised to achieve five objectives:

- To provide an opportunity for early Presidential participation in the process;
- To permit the Secretary of Defense and the President, based on the advice of all appropriate offices and organizations in the Department of Defense, to play an active role in shaping the defense program;
- To create a stronger link between planning and programmatic guidance and fiscal guidance;
- To develop, through discussion, a sound and comprehensive rationale for the program, and

• To ensure the program is based on sound analysis and contributions for all relevant offices.

The revised system was designed to provide a more coherent basis for guiding the Military Departments in the preparation of their specific program recommendations. It consolidated and reduced to one what in prior years had been three separate forms of guidance from the Secretary of Defense: the Defense Guidance, the Planning and Program Guidance, and the Fiscal Guidance. The revised consolidated guidance was to incorporate an analysis of the rationale for each aspect of the Secretary's guidance to the Services and of the overall defense program.

The Joint Chiefs of Staff and the Military Departments actively participated in the process—from the initial planning to the development of the defense budget to be submitted to the President. The Joint Chiefs of Staff also have modified their system for providing advice and recommendations to the Secretary of Defense in accordance with the opportunities for participation provided by the revised PPBS.

In addition to their participation in the PPBS, the Joint Chiefs of Staff advise the President, the National Security Council, and the Secretary of Defense on a wide range of national security matters. They also are statutory members of the Armed Forces Policy Council.

JCS, Departments Role

The role of the Joint Chiefs of Staff and the Military Departments in the process included the submission of the JCS Joint Strategic Objectives Plan, pre-draft consultation sessions with the Secretary of Defense, informal comment and review during the drafting process, extensive review and comment (written and face-to-face) on the preliminary draft, review and comment on a subsequent draft, and participation in the presentation of the proposals to the President.

In May 1977, the Joint Chiefs of Staff submitted to the Secretary of Defense the Joint Strategic Objectives Plan, Volume 1 (JSOP 1). As in past years, this document included a statement of broad defense objectives, a discussion of the military threat facing the United States, general recommendations concerning strategy and force planning, and a discussion of areas of significant risk. In January 1978, the Joint Chiefs of Staff submitted JSOP II, which included, **inter alia**, the major force recommendations of the Joint Chiefs of Staff, a comparison of these recommendations with currently programmed forces, and an appraisal of programmed forces. Although JSOP I was submitted and JSOP II was substantially prepared before the revisions in PPBS, these documents provided the Secretary of Defense and the President with the basic views of the Joint Chiefs of Staff on military strategy and force requirements. In light of the changes in the PPBS, additional procedures were adopted to supplement the joint planning process so that the Secretary could, in the revised PPBS, more easily receive the full benefit of the advice, recommendations, and expert capability of the Joint Chiefs of Staff.

In the past, Secretarial guidance had developed in three parts and the JSOP documents were tailored to those parts. JSOP I was prepared prior to the Defense Guidance and assisted the Secretary in making the determinations of policy, strategy, and force planning that were included in the Defense Guidance. The JSOP II provided the Secretary with the JCS views on what should be included in the Planning and Programming Guidance and the Fiscal Guidance. Under the revised system, Secretarial guidance was combined into one document that also included the rationale on which the defense program would be based.

PPBS Modifications

When the modifications of the PPBS were first contemplated in the fall of 1977, the Joint Chiefs of Staff and the Secretaries of the Military Departments were asked for their comments, suggestions and recommendations. After these recommendations and other comments on the PPBS proposal had been submitted, the Secretary of Defense agreed that it was important that the initial step in the annual process should be the responsibility of the Joint Chiefs of Staff and the Military Departments, and that they should have full opportunity to participate in the process throughout. In a memorandum dated Oct. 26, 1977, addressed to the Chairman of the Joint Chiefs of Staff and the Secretaries of the Military Departments, the Secretary of Defense established a procedure for consultative meetings "to give the Services, individually and collectively, an opportunity to give advice, make recommendations, and offer substantive input." The Secretary's memorandum continued:

DEFENSE

School Plans Change

DoD plans to reorganize the three regional offices of the school system into five regional offices, eliminate eight district offices, and to give day-to-day school operations back to school principals. The reorganization is slated to take place within the next 15 months.

The current regional headquarters are located in Karlsruhe, Germany; Pensacola, Florida, and Okinawa, Japan.

The reorganization calls for regional offices at Karlsruhe and Mainz Kastel, Germany; Eastcote, England; Torrejon, Spain; and Okinawa, Japan.

Eight district offices under the old regions will be abolished but the central office in Washington will remain.

New Security Regulation

DoD has published a new Information Security Program Regulation" (DoD 5200.1-R). It became effective Dec. 1, 1978.

The thick volume is for the most part a reprint but some changes have been made in the classification procedures, as per changes made by the White House several months ago.

Guard Changes In Alaska

Army has reorganized several company-sized units of Alaska's Army National Guard to create a battalion-sized combat organization with organic waterborne capability in the Alaskan maritime sea.

A new unit, 4th Battalion, 297 Infantry, has been organized in southeastern Alaska from the 49th Maintenance Company, the 910 Engineer Company, and elements of the 5th Battalion, 297th Infantry.

Base Realignments Not Disasters

A 56-page DoD report, **Communities in Transition—Community Response to Reduced Defense Activities,** discusses at length the principles by which 20 American communities in every corner of the Nation have overcome defense job losses.

As a matter of fact, in the 20 cases studied, 37,962 jobs were created for the 29,362 lost because of Defense Realignments.

Anzus Naval Exercises

Ships and planes from Australia, New Zealand, and the United States held maritime maneuvers recently in the Indian Ocean off the coast of western Australia.

At the same time, the ANZUS powers held another naval exercise in the South Pacific, off the coast of New Zealand.

"Though the revised PPBS is designed to afford the opportunity at several stages, I deem it important that one such opportunity be prior to the first draft of the document. The last thing I want to do is inhibit your initiative or innovation. I envision these meetings as an opportunity for you to present your proposals with respect to the CG and that a dialogue about them will ensue between the Services and the Secretary of Defense."

Those meetings took place in November. Each was attended by the Chairman of the Joint Chiefs of Staff or the Chairman's personal representative. The Secretary of Defense first held three lengthy meetings with, respectively, the Secretary of the Army and Chief of Staff of the Army; the Secretary of the Navy, Chief of Naval Operations and Commandant of the Marine Corps; and the Secretary of the Air Force and Chief of Staff of the Air Force; and staff members they designated to accompany them. A fourth, "wrap-up," meeting was then held with all three Secretaries of the Military Departments, the Chairman of the JCS, and the members of the Joint Chiefs of Staff. At these meetings the Chairman and members of the Joint Chiefs of Staff and the Secretaries of the Military Departments were able to provide directly to the Secretary of Defense prior to the drafting of any guidance, their advice, recommendations and comments.

Follow-Up Memoranda

After the meetings, the Army, Navy, and the Joint Chiefs of Staff sent follow-up memoranda to the Secretary of Defense emphasizing the points they considered most important and setting out the areas they believed required special attention. Other memoranda, concerning both the form and the content of the Secretary's guidance, followed.

The preliminary draft of the Secretary's guidance was shaped by the comments of the participants in the initial meetings, the follow-up memoranda, the directions of the Secretary of Defense, and informal comments and advice provided by the JCS and the Services during the drafting process.

The draft that was produced was "preliminary". It was not to have any effect until there had been a complete review and opportunity for comment by the JCS and the Services. It was circulated to the Joint Chiefs of Staff and to the Military Departments for comment in January 1978.

The review and comment period for the Joint Chiefs of Staff and the Military Departments covered four weeks. It was a working document, subject to change, to serve as a focus for debate and discussion. It was designed to provide a document to cover matters raised in the pre-draft meetings and memoranda, and a vehicle for discussion and addition to other considerations not covered in the initial discussions. The integration of matters previously contained in the Defense, Planning and Programming, and Fiscal Guidance documents and the requirement that the rationale for the defense program be subjected to increased analytical rigor demanded a careful consideration by the Joint Chiefs of Staff and the Services. It also provided the Joint Chiefs of Staff and the Military Departments with an opportunity to challenge the premises, reasoning and conclusions of the proposed guidance. If the rationale in the preliminary draft were faulty, the Joint Chiefs of Staff and the Services could focus on weak points in the rationale and suggest alternative guidance with better justification.

As indicated by the Secretary in the memorandum that accompanied the draft for comment and review:

"I want to use the Consolidated Guidance not merely to advise you in the preparation of your POMs (program objective memoranda), but also as a vehicle for debate and dialog over the rationale it contains. . . ."

Detailed Comments

The Joint Chiefs of Staff and the Secretaries of the Military Departments submitted detailed comments on the draft. In addition, the Joint Chiefs of Staff provided a strategy section for inclusion, and substantial and useful recommendations on the strategic aspects of the guidance.

The written comments on the draft, the views expressed at the follow-up meetings and the guidance of the Secretary of Defense provided the basis for the next draft, which required development of a justification for all changes made, and a justification of changes that were recommended but not made. The redraft and justifications were then presented to the Secretary for decision and, based on his decisions, a revised draft was completed.

The revised draft was again circulated to the Chairman and members of the Joint Chiefs of Staff and to the Secretaries of the Army, Navy, and Air Force

dateline: R&D

Satellites For Disaster

Defense Civil Preparedness Agency is asking U.S. industry to submit bids for establishing a space communications system for use in peacetime disasters.

DCPA officials believe the space system can be had for as low as $4 million annually against the fiscal backdrop that forest fires cost California alone some $90 million annually.

But the space system is far more than mere cost-effectiveness. It gives an immediate communications link with stricken areas in those first crucial 24 to 48 hours when most conventional communications are themselves cut by the disaster.

The "B" Harrier Flies

The Marine Corps new AV-8B Harrier was successfully flight tested for the first time recently in St. Louis, Mo. at the McDonnell Douglas Corp.

Looking very much like its British Aerospace "A" model predecessor, the new "B" model differs principally by having a more powerful engine.

Production is tentatively scheduled to start in 1983. The Marines already have announced intent to buy 350 of the "B" Harriers.

Improved 20MM Ammunition

The Air Force is improving the ammunition for its 20mm, M61 Gatling Gun at the Armament Development and Test Center, Eglin AFB, Fla. The M61 gun is a prime air-to-air weapon on the F-4E, F-15, and F-16 fighter aircraft.

Drone Hurler

Navy engineers at Lakehurst, N.J. are working on a tri-service project to save money by catapulting target drones into the sky instead of boosting them up by rockets.

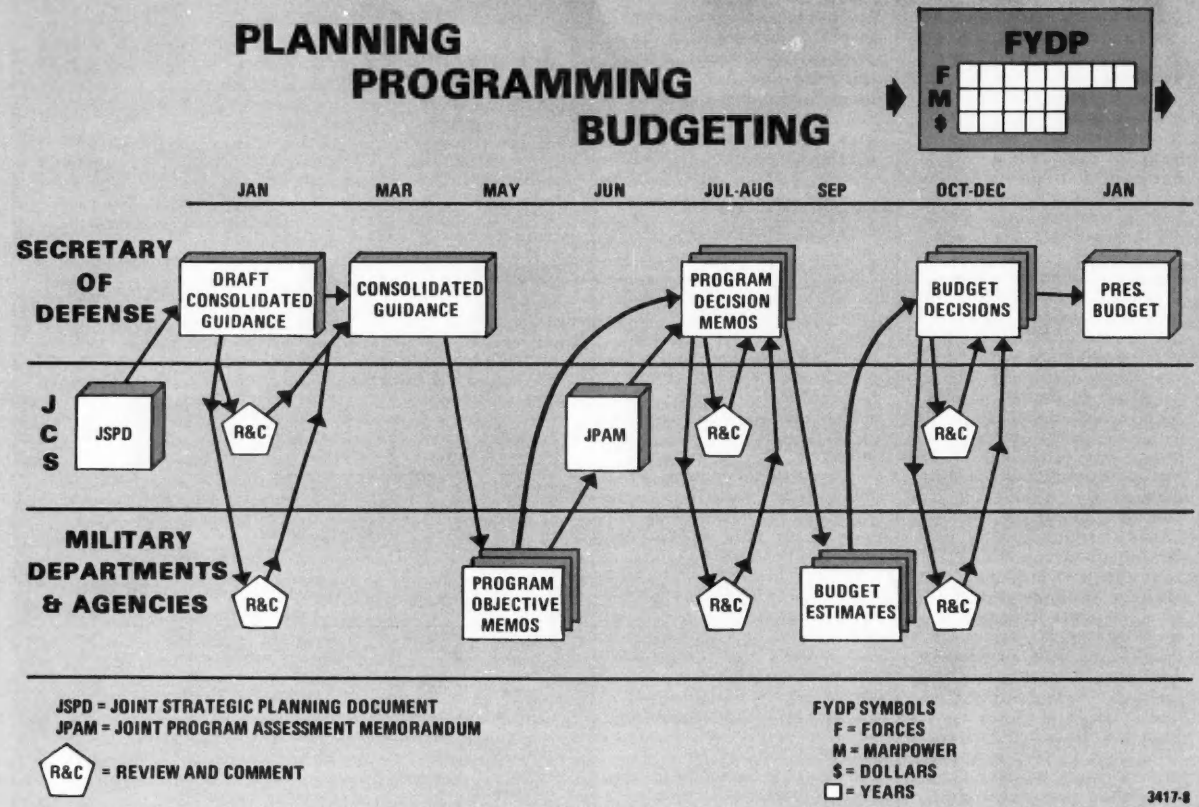
Actual testing is being done at White Sands, N.M. with Army and Air Force engineers and technicans also cooperating.

Caterpillar of the Future

Initial production of the Army's new 50,000 lb. rough terrain container handler has been awarded in a contract to Caterpillar Tractor Company.

The first models due off production lines in 1980 is what the Army calls a Military Adapted Commercial Item (MACI).

PLANNING PROGRAMMING BUDGETING



JSPD = JOINT STRATEGIC PLANNING DOCUMENT
JPAM = JOINT PROGRAM ASSESSMENT MEMORANDUM

R&C = REVIEW AND COMMENT

FYDP SYMBOLS
F = FORCES
M = MANPOWER
$ = DOLLARS
□ = YEARS

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for their personal comment and review. Their comments went directly to the Secretary and Deputy Secretary of Defense for their personal review. As a result of those comments, further changes were made. The draft was then sent to the White House. In May 1978, to assist him in his review, the President met with the Secretary of Defense and the Joint Chiefs of Staff. Following that meeting, the President held further discussions with the Secretary of Defense and the JCS Chairman.

The remainder of the planning, programming and budgeting system followed the basic pattern of prior years. After receiving the draft guidance the Military Departments prepared and submitted their Program Objective Memoranda.

The retention of the above feature of the former PPBS reflects the degree to which the revised PPBS preserved the initiative of the Departments of the Army, Navy and Air Force. Under the system instituted in the early 1960s, the programming initiative resided in the Office of the Secretary of Defense through Draft Presidential Memoranda (DPMs). These stipulated procurement, force structure and costing in detail. The Military Departments were given an opportunity to comment, but once the DPMs were settled, the Services went directly to the preparation of their detailed budgets. Under the current system, the initial formulation of the defense program continued—as in the past nine years—to be the responsibility of the Military Departments and not of the Office of the Secretary of Defense. Thus, the revised system provided an opportunity for participation of the military professionals in the development of the Secretarial guidance and retained for the Military Departments their basic programming initiative.

The PPBS also was structured to preserve the important role of the Joint Chiefs of Staff in the evaluation of program objectives. In prior years, the JCS had prepared and submitted to the Secretary a Joint Forces Memorandum (JFM) at the time that the POMs were prepared and submitted. The JFM identified important program objectives and provided an assessment of the risk, in terms of defense strategy, incurred by adopting, or not adopting, certain program objectives. Under the revised PPBS, the Joint Chiefs of Staff have replaced the JFM with a Joint Program Assessment Memorandum (JPAM), which is provided to the Secretary after the POMs are submitted. The JPAM provides JCS advice to the Secretary for his review of the Service POMs, development of Issue Papers, and decision on specific Service programs. It includes a risk assessment based on an overview of the national military strategy and the force structure recommended in the POMs, as well as recommendations for improvements in the overall defense program through selection of certain programs at alternative POM levels. The JPAM therefore provides the Secretary with more valuable assistance in his consideration of the programs of all three Services. The first JPAM was submitted as part of the present PPBS cycle.

Issue Papers

After the submission of the POMs, the staff of the Secretary of Defense drafted issue papers which were sent for review and comment to the Joint Chiefs of Staff, the Military Departments, the Office of Management and Budget, and National Security Council. The issue papers then were revised in response to the comments and provided to the Secretary of Defense. Based on the advice provided in the JPAM, his review of the POMs, and the issue papers, the Secretary made the basic program decisions that were then incorporated in the Program Decision Memoranda (PDMs). The PDMs were sent to the Joint Chiefs of Staff and the Military Departments for review and comment. Major comments—at the selection of the members of the Joint Chiefs of Staff and the Secretaries of the Military Departments—became the subject of a series of reclama meetings attended by the Secretary and Deputy Secretary of Defense, the Chairman of the Joint Chiefs of Staff and representatives of the Services. As a result of the written comments and the reclama meetings, the PDMs were modified and issued as Amended Program Decision Memoranda (APDM).

The drafting of the APDMs marked the second point of Presidential involvement in the system. At that point, the Secretary of Defense with the personal assistance of the Chairman of the Joint Chiefs of Staff prepared a status report for the President describing the major features of the Service POM submissions, the major issues that had been raised and their disposition, and an evaluation of the differences among defense programs available over a range of funding profiles. The status report was submitted to the

President for review and guidance. The APDMs were sent to the Military Departments as the basis for the budget proposals that they are now preparing.

After the pre-draft meetings in November 1977, the Joint Chiefs of Staff initiated an evaluation of their role in the revised PPBS and decided to modify the basic documents through which they provided their formal input to the system. This led to several changes made at JCS suggestion. The first of these changes was the replacement of the JFM with the JPAM. This was accomplished in the first cycle of the revised PPBS, as discussed above.

Second Modification

The second modification involved a restructuring of the JSOP documents. To replace the JSOP I and II, the JCS created a Joint Strategic Planning Document (JSPD) to be submitted 60 days in advance of the preliminary draft guidance. The JSPD contains a comprehensive appraisal of the military threat to the United States, a statement of recommended military objectives, recommended military strategy to attain the objectives, and a summary of the JCS planning force levels that could execute, with reasonable assurance, the military strategy. It also will include the JCS views on the attainability of the recommended force levels within fiscal constraints, manpower resources, material availability, technology, and industrial capacity. It will incorporate an initial appraisal of the risk associated with programmed force levels and recommendations for changes in the prior Consolidated Guidance. Thus the JSPD will provide comprehensive recommendations by the Joint Chiefs of Staff tailored to the integrated approach of the revised defense planning, programming, and budgeting system.

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CHANGE OF COMMAND

GEN BROWN DIES

Former Chairman of the Joint Chiefs of Staff, Air Force **Gen. George S. Brown**, died Dec. 5, 1978. He was 60.

Gen. Brown, who was retired from the Air Force in June 1978, served two terms as Chairman, Joint Chiefs of Staff. Prior to serving in the Nation's highest military position, he was Air Force Chief of Staff.

Secretary of Defense Harold Brown said of the former JCS Chief: "The Nation has lost a great patriot and an outstanding military leader. General Brown was an inspirational and innovative chairman of the Joint Chiefs of Staff. He was a pioneer as an Air Force officer. He was a sincere, straightforward, and dedicated man. He was a friend."

Brown entered the Army Air Corps in 1942 as an aviation cadet. Over the years he held many important positions including that of vice commander, 7th Air Force, Vietnam, and commander of the Air Force Systems Command.

He was a 1941 graduate of the U.S. Military Academy, West Point, N.Y.

General Brown

APPOINTMENTS

Sally K. Richardson, was appointed for a one year term as Chairperson of Defense Advisory Committee on Women in the Services (DACOWITS) beginning Jaunary 1979 to succeed Pililani C. Desha of Hilo, Hawaii.

Dr. Jerome Allan, active in both industry and government, has been selected as Technical Director of the Office of Naval Research.

Dr. Harry L. Van Trees, Assistant Vice President, Communications Satellite Corp. has been named Chief Scientist of the United States Air Force.

EXTENSION

Gen. John J. Hennessey, USA, Commander-in-Chief, U.S. Readiness Command, has been extended in that job through July 31, 1979.

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